



**WORLD FEDERALIST
MOVEMENT – CANADA**

2024

Model UNPA Delegate Handbook



**World Federalist
Movement - Canada**

Model UNPA Committee

How a UNPA Could Address Concrete Solutions to Climate Change

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Rules of Procedure

Context

In 1997, the release of the Global Environmental Outlook (GEO-1) marked the culmination of the decade, revealing a disheartening snapshot of global environmental trends despite incremental progress. Initiatives like REDD+ in 2008 and the landmark Paris Agreement in 2016 aimed to combat climate change by reducing emissions and setting ambitious global temperature targets. However, persistent challenges, exacerbated by the diversion of attention due to the COVID-19 pandemic, hinder the translation of commitments into tangible achievements such as the 2030 Agenda on Sustainable Development.

In preparation for the Model UNPA conference, participants are guided to read the Rules of Procedure and Background Guide, research their assigned regions, and prepare for discussions. Delegates are encouraged to create opening statements, research-based points, and draft resolutions. The importance of understanding the workings of a UNPA and considering existing UN resolutions is emphasized. Practical tips, such as yielding speaking time and early submission of draft resolutions, are provided to enhance effective participation in the conference.

Model UNPA Seat Assignments

Although there is no established structure in terms of seat composition of a UNPA, for this conference we will assign seats based on geographical representation and population, also considering the number of participants in the simulation.

Note that since this is a UNPA committee, there is no guarantee of a minimum of two seats per country like in a UNPA plenary session. The UNPA Committee seats will be divided among the following regional groupings:

- North America
- Caribbean
- Latin America
- Southern Africa
- Northern Africa
- Western Europe
- Eastern Europe
- Northern Asia
- Southern Asia
- Oceania

Quorum: A minimum of 2/3 of the delegates that were present at the start of the committee session must be present in order to conduct any formal business. New delegates arriving after the start of the committee session will contribute to the meeting of 2/3 quorum based on the starting number of delegates. If quorum is lost, the chairperson may decide to proceed with regular formal business for the purpose of the simulation.

Speaking Time: Delegates will have 1 minute for opening statements in the first committee session and 30 seconds in subsequent sessions, including general debate and moderated caucus. To speak, delegates should raise their hand using Zoom Reactions and note it in the chat. A discreet warning knock will sound with 10 seconds left, and two knocks indicate time's up. Delegates can yield time to the chair or another speaker with over 10 seconds remaining. Failure to adhere to time limits may lead to warnings, muting, or expulsion at the chairperson's discretion.

Moderated Caucus: The committee may enter a moderated caucus for up to 15 minutes at the discretion of the chairperson, during which delegates will have the opportunity to speak on a specific topic 30 seconds as the default speaking time. Speaking times can be increased or decreased upon the chairperson's approval – requests for such an increase or decrease can only be made in the chat by voting delegates (i.e. not observers).

Points of Information: Delegates may raise points of information if they wish to ask a question or clarify a point made by another delegate. Points of information should be brief and relevant to the issue at hand, and cannot be made while another delegate has the floor. Points of information can be limited or encouraged at the chairperson's discretion for the purpose of facilitating discussion or allowing an opportunity to speak for delegates who have not yet spoken. If you wish to raise a point of information, simply unmute yourself and state "Point of Information" before waiting until the chair acknowledges your request and grants you the floor. Points of information are only allowed for the first and second sessions of the simulation.

Draft Resolutions: During the second committee session, delegates may work on drafting resolutions to address the issues discussed in the first session. Each resolution must have a sponsor and co-sponsor(s), and all delegates are encouraged to participate in the drafting process. Delegates are strongly encouraged to work in groups and to combine draft resolutions with similar contents or clauses.

Resolutions Procedure: In the third committee session, sponsors will have 3 minutes to present each resolution and 2 minutes for questions. Draft resolutions require 2 sponsors and 5 signatories for presentation. Signatories, endorsing the resolution, indicate support during deliberation. Resolutions must be sent to executivedirector@wfmcanada.org by 4:55 pm (EST) in the second session for third-session consideration. Extensions may be granted at the chairperson's discretion. Timely submission is advised as presenting opportunities are not guaranteed due to time constraints.

Voting Procedure: During the final committee session, delegates will vote on each resolution through a roll call. A simple majority is required for passage. Delegates may vote once per draft resolution. The chairperson may use alternative voting methods, such as raising hands, to expedite the process. Additionally, a clause-by-clause vote may be called, eliminating failed clauses and adopting only those that pass.

Amendments: Delegates can propose amendments to resolutions or other proposals, with the chairperson determining their order and calling for votes on each.

Code of Conduct: Delegates must maintain professional and respectful behaviour, refrain from offensive language, and personal attacks, and adhere to committee rules.

Late Arrivals: Delegates must not enter the committee room while someone else has the floor. Those arriving more than 5 minutes late must use Zoom Reactions to announce their presence and vote when called upon by the chairperson.

Observers: Observers must refrain from entering the committee room while a delegate is speaking and wait for the chair to have the floor to avoid interruptions. They should set their Zoom name as "Observer: [Name]," remain on mute with the camera off during committee sessions, and participate respectfully in the Chat section. Failure to adhere to these rules may result in a warning and subsequent removal for the remaining session if disruptions persist.

Committee Sessions

The committee will consist of three sessions, with breaks in between, going from 10:35am to 12:00pm (discussion and debate), 12:35pm to 2:00pm (drafting, discussing and presenting resolutions), and 2:35pm to 3:30pm (voting on presented resolutions).

Committee Session 1: Moderated Discussion and Debate

The first committee session will commence at the chairperson's announcement. The chairperson will call on delegates to provide opening statements with a 1-minute speaking time. In order to be added to the speakers' list, delegates must "Raise their Hand" and indicate in the chat that they wish to be added to it. Subsequent speaking times for discussion are limited to 30 seconds.

Delegates will need to bring their research and ideas to the table in this portion of the simulation. They will present the views of their assigned region, noting their biggest areas of concern and discussing possible solutions.

Delegates are encouraged to use not only their own views but those of the people in the regions they are representing to complement their prescriptions to the ills of nuclear weapons. For example, a representative of Southern Asia may reflect a strong position highlighting the dangers of a nuclear arms race considering this is a commonly held belief among the people in both India and Pakistan (as well as surrounding nations). As you will come to see, the vast majority of people around the world (including in countries that possess WMD) are very critical of nuclear weapons and promote different solutions for non-proliferation and disarmament.

Committee Session 2: Drafting and Presenting Resolutions

A) 30-Minute Moderated Caucus

Based on the discussion and debate in the previous session, delegates are called upon to start drafting resolutions in this committee session.

You are encouraged to prepare a draft prior to this second session and discuss specific clauses you'd like to see in an adopted resolution during the 30-minute moderated caucus. Delegates in this moderated caucus will be granted only 30 seconds speaking time, but this may be increased at the discretion of the chairperson.

B) 30-Minute Unmoderated Caucus for Drafting Resolutions

The second part of the second session will push committee members into different Breakout Groups, in which they will form subgroups led by draft resolution sponsors looking for signatories. Delegates who are sponsoring draft resolutions will be asked to announce their new resolution with 30 seconds speaking time before the chairperson assigns them their own breakout room. Delegates who do not wish to sponsor resolutions but are interested in discussing different draft resolutions may wait in the main room for new resolutions to be introduced or move between breakout rooms to discuss or become a signatory for other draft resolutions. We strongly encourage that delegates work together so that an ideal of 2-3 draft resolutions are presented to the floor and, ultimately, voted on for their adoption by the committee.

C) 20-Minute Moderated Caucus Presenting Draft Resolutions

The third part of the second session will culminate in the presentation of draft resolutions to the floor. Sponsors of resolutions must send their drafts to executivedirector@wfmcanada.org for their approval and introduction as "working resolutions" which will move to the presenting and voting stages. All draft resolutions need at least 2 sponsors and 5 signatories in order to be presented to the floor. Sponsors will have 3 minutes to present the resolution and 2 minutes to answer questions from other delegates.

Sponsors are responsible for allocating their time to efficiently present the contents of their working resolutions; delegates will have 30 seconds for questions with a 30-second answering time from the presenting sponsors. Sponsors may call on signatories to assist in presenting resolutions or answering questions from delegates by yielding a specified amount of time (must be at least 10 seconds) to them.

Committee Session 3: Voting Procedures

The final session of the Model UNPA committee will deal with voting procedures on working resolutions, or any remaining draft resolutions that have not yet been presented upon the chairperson's approval. No points of information will be accepted during this session. The chairperson will call for a roll call vote, and each delegate will vote "yes," "no," or "abstain." A simple majority of votes is required for a resolution to pass. Delegates may only vote once for each draft resolution. The chairperson may decide to call for other voting methods (i.e. delegates would "Raise their Hand" to indicate "yes," "no," or "abstain" votes in that order) for the purpose of saving time and concluding voting on all draft resolutions on the floor. The chairperson may also call a vote "clause-by-clause"; failed clauses will be eliminated from the draft resolution and only passed clauses will be reflected in the adopted resolution. The chairperson will announce whether working resolutions are adopted or rejected before closing the session. Contents or details of adopted resolutions (along with closing remarks by the chairperson) will be presented during the closing ceremonies.

Background Guide

Committee Overview

A United Nations Parliamentary Assembly (UNPA) aims to enhance democratic, transparent, and responsive global governance. It gives citizens of UN member states a voice in global political decisions, offering independent oversight of the UN's bureaucracy and budget. Comprising members elected or appointed by national or regional parliaments, the assembly complements existing intergovernmental bodies, fostering democratic and independent contributions to global governance. For this conference, we assume the UNPA can establish binding international law on environmental protection. Like existing parliaments, the UNPA holds public sessions and conducts substantive work through committees. The three sessions simulate a UNPA committee's efforts to advance global environmental governance, with the goal of drafting a resolution for consideration and adoption at the UNPA plenary session as international law.

Historical Background

Over the past several decades, environmental issues have become a prominent and persistent concern for both the world and the UN. In the late 1960s, the environmental movement started to gain more momentum as the world became increasingly concerned with the effects of industrial dumping and the unregulated use of pesticides. Then, in 1972, a critical step was taken by the UN when they held a conference on the human environment in Stockholm.

Leaders from across the globe came together and began to coordinate in order to respond to the environmental challenges the world was facing. One of the outcomes of the conference was the creation of the United Nations Environment Programme, which was tasked with monitoring and informing responses to environmental issues. Over the years, many treaties have been synthesized to address the pressing issues the world is facing.

The Montreal Protocol, for instance, banned over 100 man-made chemicals that were depleting the ozone layer and was ratified by all member states in 1987. The Kyoto Protocol was another important agreement that encouraged developed countries to set emissions goals and reduce the production of greenhouse gases. The agreement was based on the principle of "common but differentiated responsibility and respective capabilities," meaning that although every country has a common responsibility to address climate issues, some nations have been more responsible for creating the issue and have more capacity to address environmental challenges.

In more recent years, strides have been taken to achieve the UN's sustainable development goals (SDGs) established in 2015. These goals aim to reduce poverty and protect the planet, recognizing that every goal is inextricably linked, and that we cannot continue developing without considering the importance of sustainable growth. Finally, there is the Paris Agreement, also set out in 2015, which asked member nations to set long-term goals on emission reduction and helped finance developing nations to help them reach their sustainability goals.

UN Efforts to Date

The United Nations (UN) and the United Nations Development Programme (UNDP) have recognized the importance of human health and planetary well-being since their inception. They have constantly urged member nations to take important steps to protect the environment and ecosystems, as these systems are intimately connected to human health. Environmental governance is essential to the future of humanity, encompassing critical areas such as the protection of the environment, endangered species, and safeguarding human health. The UN is only as strong as its member nations, so it is important that all nations share a commitment to achieving a sustainable future. Fortunately, to date, there have been an array of multifaceted initiatives that reflect a global commitment to a more sustainable future.

The UN, UNDP, and member nations have worked hard to address the most pressing environmental issues of the past through an assortment of treaties, conventions, and agreements. Often, these conventions have set global or industry standards for best practices, providing guidelines for mitigating and reducing environmental degradation. The International Convention for the Prevention of Pollution from Ships (MARPOL) is an effective international guideline that has reduced marine pollution and oil spills since its creation. The convention sets out a series of regulations aiming to safeguard the ocean from oil spills, sewage contamination, and harmful substances during transport. The Convention on Long-Range Transboundary Air Pollution is another example of intergovernmental success, as it helped address "acid rain" that was destroying habitats and forests in the northern hemisphere, greatly reducing the emissions of chemicals such as sulfur and carbon monoxide into the atmosphere. Over a decade later, the Basel Convention was introduced with a similar goal: to control the movement of hazardous waste and protect people and the environment from the adverse effects of hazardous waste.

Finally, at the end of the decade in 1997, the first Global Environmental Outlook (GEO-1) was released, offering a snapshot assessment of global environmental trends. It showed that, although much progress had been made since decades prior, the environment was continuing to degrade, with high levels of waste generation, consumption, and pollution remaining contributing factors.

Progress continued as we moved into the 2000s, with the Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation (REDD+) being introduced in 2008. The goal of this initiative was to realize the potential of forests in reducing carbon emissions through carbon sequestration. Perhaps one of the most discussed achievements is the Paris Agreement, which was the first legally binding international agreement adopted by 196 members in 2016, aiming to set goals to ensure that the average global temperature would not increase more than 2°C from pre-industrial levels.

Current State of Affairs

Despite numerous initiatives and cooperative agreements, several challenges persist in the quest to mitigate climate change. First and foremost, the UNEP's dedicated efforts to promote sustainable practices and reduce greenhouse gas emissions have faced significant hurdles, as the global community struggles to meet the ambitious climate targets outlined in the Paris Agreement. Although the agreement received widespread international support, there have been challenges in transforming these commitments into tangible achievements due to political and economic pressures, as well as insufficient efforts in some regions. There has been persistent tension between environmental growth and economic goals, particularly when it comes to deforestation and over-extraction of natural resources.

The practical implications of international agreements have always been complex and challenging. However, the UN and UNEP are only as strong as their member nations. Instances of reluctance and even withdrawal from international agreements, particularly by nations with expansive economies, can be extremely detrimental and counterproductive in the efforts to resolve global climate issues. The emergence of Covid-19 was also detrimental to global climate action as it diverted attention and resources away from climate goals, especially as economic crises took hold and environmental priorities occasionally took a backseat. Inger Andersen, Executive Director of UNEP, has warned that we will continue to see deadly and disruptive temperature events, storms, heatwaves, and wildfire devastation if greenhouse gas emissions are not addressed. Andersen added that even if all emissions were to end today, it would still take decades for the current issues to dissipate.

Participant's Guide: How to Prepare for the Conference

1. Familiarize Yourself with Rules and Background Information

Start by reading the Rules of Procedure and Background Guide for the conference. The Rules of Procedure outline the simulation's rules and processes, providing essential insights into your expectations during the conference. Understanding these rules will guide your research efforts, ensuring active participation in the three committee sessions. This knowledge is crucial for engaging in moderated discussions, debates, resolution drafting and presentation, and voting stages.

The Background Guide offers general information on climate change, providing a brief overview of the UNPA's scope and seat composition for the simulation. It covers the committee's overview, historical background of the climate change topic, UN efforts to date, and the current state of affairs. Even if you consider yourself knowledgeable about climate change and the UNPA, the Background Guide provides a common understanding for all participants. This allows you to build upon general information with your own research, fostering a collaborative and informed approach throughout the simulation.

2. Researching Facts About the Topic

Researching Facts About the Topic Once you have the basic information on the simulation and topic, you will want to research your assigned region and how it would be positioned in the context of a combined UNPA seat, focusing on climate change. As a delegate representing the people of the region, you will need to understand their stance on various climate actions and reflect a synthesis of their views through your participation in discussions, drafting of resolutions, and voting procedures. A list of facts about the countries in your region's contributions to climate change and their voting patterns in different UN bodies on environmental issues will be very useful! You will also want to delve deeper into the subject of actions that have been taken to address climate change and identify inadequacies that could be addressed through a UN body capable of proposing global environmental laws. For research on the workings (and capacities) of a UNPA, we strongly recommend that you consult the policy review by REDD+, the Paris Agreement, the UN's Environment Programme & 2030 Agenda on Sustainable Development.

3. Preparing Points for Discussion and Debate

The next step in your preparation should be to prepare an opening statement and a list of points for discussion. Delegates have one minute to present an opening statement at the beginning of each committee, announcing their views on the subject, noting problems their region or the world community faces today, and developing broad goals with various paths to achieve them. We strongly recommend that you write down your opening statement and practice it before the first committee session, but this is not a requirement. The list of points will help you later in moderated caucus situations in which you will have 30 seconds speaking time to discuss issues on the floor with other delegates.

We suggest that you compile lists of points for discussion ahead of the conference based on your research. You are expected to keep with the flow of discussion, and try as much as possible to stay on the topic discussed when asking questions or providing responses. Keep in mind that you can always yield speaking time to other delegates or to the chair if you want to put another delegate on the spot or give up the rest of your speaking time, respectively. For an example of an Opening Statement, see **Annex 1**.

4. Preparing Ideas for a UNPA Resolution on Climate Change

Utilize your research and notes to propose draft resolutions addressing climate change. Streamline the drafting process by outlining key clauses or ideas that can guide the development of resolutions during the second session. Delegates should be well-prepared, considering the limited time available for drafting in the committee session. Leverage the Draft Resolution Sample provided and the conference webpage's Draft Resolution Template to craft your proposals, drawing inspiration from your research on climate change. Explore existing UN General Assembly resolutions related to climate action on the UN website for valuable insights. Given the time constraints, delegates should submit their draft resolutions early in the second session to ensure consideration. It's important to note that sponsors of similar resolutions are often collaborators rather than opponents, contributing to the collaborative process of merging substantive clauses into a unified resolution.

In most circumstances, that fusion of ideas and consensus-building in the drafting stage will get the majority support in the voting stage. For an example of a Draft Resolution, see **Annex 2**.

Annex 1: Example of an Opening Statement (for Committee Session 1)

Honorable Chair, distinguished delegates of the UNPA committee,

The UNPA delegation of Liberal-Democrats of Canada-USA is honoured to engage in this vital conference addressing the pressing issue of climate change. Our delegation is entrusted with a significant challenge that demands collective action beyond bilateral agreements among nation-states. Climate change stands as one of the most urgent threats facing the global community today. As advocates for peace and security, we wholeheartedly endorse the aspiration to create a sustainable world resilient to the impacts of climate change.

We acknowledge the effectiveness of existing measures addressing climate change and stress the importance of expanding these initiatives to achieve our shared objective. We urge all member states to unite in supporting the establishment of new climate-resilient zones, particularly in regions like the Middle East and Northeast Asia, and domestically in North America, where climate-related risks are also substantial.

Our commitment extends to actively promoting sustainable practices and mitigating the impact of climate change both within our borders and globally. We eagerly anticipate collaborating with fellow representatives in this committee to realize our common goal of a world resilient to the challenges of climate change.

Thank you,

I yield the remaining time to the chair.

United Nations Parliamentary Assembly Committee: Concrete Solutions to Climate Change

Title: Tangible Solutions to Climate Change

Sponsor(s): *Liberal-Democrats of Canada-USA and National Democratic Alliance (NDA/BJP+) of India*

Signatories: *Partido dos Trabalhadores (PT) - Partido Social Liberal (PSL) - Progressistas (PP) - Partido Social Democrático (PSD) of Brazil, Phi. Dem. Party–People’s Power (PDP-Laban) - Liberal Party of Philippines, Communist Party of China (CPC) of China, Pakistan Tehreek-e-Insaf (PTI) - Pakistan Muslim League (N). PML (N) - Pakistan Peoples Party (PPP) of Pakistan, La République En Marche! (LREM) – Labour - Scottish National Party (SNP) of France-UK.*

Preambulatory Clauses

Recalling international agreements like the Paris Agreement, which aim to combat climate change and promote sustainable development,

Recognizing the importance of expanding existing climate-resilient zones as a practical step toward achieving a world resilient to the impacts of climate change,

Having acknowledged the successful implementation of existing climate-resilient zones,

Considering the risk of climate change and its devastating consequences on humanity and the environment,

Aware of the principles of the UN Charter, which call for the promotion of sustainable practices and the establishment of a system for the regulation of environmental challenges,

Substantive Clauses:

Calls for the expansion of existing climate-resilient zones by inviting more countries to join these zones and encouraging the establishment of new zones in regions where they do not exist.

Encourages member states to support the establishment of new climate-resilient zones, particularly in regions like the Middle East and Northeast Asia, where climate-related risks are significant. Seeks the creation of a working group under the UNPA Committee on Climate Action to explore the feasibility and requirements for the establishment of new climate-resilient zones.

Requests the formation of a special committee, composed of representatives from existing climate-resilient zones and non-participating states, to provide technical and financial assistance to states interested in joining or establishing climate-resilient zones.

Advises member states to take measures to strengthen the security of climate-resilient zones, including the implementation of effective verification and monitoring mechanisms, and to cooperate in sustainable practices.

Recommends the creation of a UN fund to support the implementation and promotion of climate-resilient zones and to provide technical and financial assistance to states interested in joining or establishing such zones.

The UNPA Committee on Climate Action urges all member states to support and actively participate in the implementation of this resolution to achieve a world resilient to the impacts of climate change.



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